

**Montana Emergency Operations Plan**  
**Standard Operating Procedures & Guidelines**  
**For**  
**Montana Department of Natural Resources and Conservation**  
**Fire & Aviation Management**  
**2006**

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### **Reference Manuals:**

**DNRC Fire Manuals**  
**Northern Rockies Mobilization Guide**  
**National Interagency Mobilization Guide**  
**Interagency Incident Business Management Handbook**  
**Local Government Disaster Information Manual – 1994**  
**Emergency Management Assistance Compact – 1999**  
**Northwest Wildfire Assistance Compact – 2004**

## **Purpose**

The Montana Department of Disaster and Emergency Services is responsible for coordinating comprehensive emergency management within the State. To this end the DES has created the Emergency Coordination Plan which defines the roles and responsibilities of agencies of State government in the event of a natural or man caused disaster. Included in this plan is a “Responsibility Matrix”<sup>1</sup> which lists each government agency and allocates responsibility to perform certain functions during a disaster emergency.

Montana DNRC has been designated as the “Lead” State level agency with respect to fire both wildland and structural. In addition, DNRC has been tasked with providing support to other agencies of government during a disaster with respect to:

- Financial Management
- Public Information
- Communications
- Damage Assessment
- Food Distribution
- Technical Assistance
- Continuity of Government
- Mitigation Assistance<sup>2</sup>

Procedures for wildfire emergencies are already well established and available through Forestry Division manuals, the Northern Rockies Mobilization Guide, the Interagency Incident Business Management Handbook, and a wide variety of other guides and manuals developed for wildfire suppression.

This document presents the procedures and guidelines under which the Department of Natural Resources and Conservation will operate when called upon to act in support of operations associated with a non-wildfire disaster response. This document supplements Annex K of the Montana Emergency Operations Plan of September 30, 1991 and complies with direction established by the NIMS (National Incident Management System).

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<sup>1</sup> MONTANA DISASTER AND EMERGENCY PLAN, VOLUME 1 EMERGENCY COORDINATION PLAN, Page1

<sup>2</sup> MONTANA DISASTER AND EMERGENCY PLAN, Responsibility Matrix Definitions

## **National Incident Management System (NIMS) Compliance**

In a letter to the nation's governors the United States Department of Homeland Security Director Michael Chertoff stated that "the NIMS is our nation's incident management system, and recent events have taught us that full implementation of NIMS among all jurisdictions and all levels of government is must be achieved as quickly as possible." Mr. Chertoff goes on to say that "Jurisdictions will be required to meet the FY 2006 NIMS implementation requirements as a condition of receiving federal preparedness funding assistance for FY 2007."

It is unclear at this time what exactly is necessary to become NIMS compliant. The Montana Disaster and Emergency Services Division is working with the United States Department of Homeland Security to complete a "self-certification" form attesting that the State has met the minimum FY 2006 requirements. The DHS also states "Further refinement to the NIMS will evolve as policy and technical issues are further developed and clarified at the national level. This may result in additional requirements being issued by the NIC (National Implementation Center) as to what will constitute continuous full NIMS compliance in FY2007 and beyond."

The State of Montana Department of Natural Resources and Conservation Fire and Aviation Management Bureau and Field Operations adopted the NIIMS system in 1984. The all risk NIMS is a variant of this original system which was designed to facilitate interagency cooperation in wildfire management. The DNRC is fully integrated in interagency dispatch, incident management teams, incident management training, and interagency fire business management. The DNRC adopted the Incident Command System as part of NIIMS implementation in the 1980's and is clearly the State of Montana's lead agency with respect to interagency emergency operations in wildfire management.

The minor organizational differences in the "one eyed NIIMS; NIMS" present no stumbling blocks or other hindrances to NIMS compliance. By any reasonable measure the Montana DNRC wildfire suppression organization is fully NIMS compliant.

**Specific Authorities**

10-3 MCA – Disaster and Emergency Services

10-3-303 MCA – Declaration of Disaster – effect and termination

76-11-101 MCA – Protection of Natural Resources from Fire

76-13-105 – Protection of non-Forest Lands and Improvements

76-13-201- Duty of Owner to Protect Against Fire

76-13-202 – Means by which Department May Provide Protection

OSHA Fire Brigades Standard 29 CFR 1910.156

OSHA Hazardous Materials Responder Standard 29 CFR 1910-120

EPA Final Rule 40 CFR Part 311

PL 104-321 – EMAC, October 1996

## **Disaster / Emergency Declarations**

### **Instances where assistance is requested where no disaster is declared**

Occasionally, a local authority may be faced with an emergency situation where State or Federal resources are requested. The nature of the emergency is such that the local authorities may not declare an emergency. Examples might include:

Law enforcement events  
Large scale planned events exceeding the ability of local resources to manage  
Short duration fires or other local emergencies  
...and others

DNRC Managers Note: per Montana Operations Manual Management Memo 2-04-5<sup>3</sup>,

“When the State of Montana responds to an event that does not warrant the Governor declaring a state of disaster or emergency, state agencies will have to bear the costs of the response from existing budgets.”

DNRC line officers; area or unit managers, or their designated representatives may authorize DNRC assistance. However, local civic authorities are under no obligation to reimburse expenses unless billing agreements are arranged in advance. Assistance provided will be funded by local DNRC budgets.

### **Local Emergency / Disaster Declaration**

A local government may declare a local emergency or disaster in response to an emergency incident. Although locally uncommon, at any given point in time circumstances may come together and result in a very damaging emergency event. Local county, city, or other civic authorities may declare an emergency situation in order to deal with the emergency or it's aftermath. This would be done to facilitate the mobilization of local resources. The authorities issuing this declaration may or may not recruit the assistance of State or Federal agencies. Instances where a Local Emergency / Disaster Declaration might be declared are:

Localized Flooding  
Localized fire activity  
Weather events (winter storms, tornado, etc.)  
Earthquakes  
Hazardous materials spills  
...and others

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<sup>3</sup> Montana Operations Manual, Management Memo 2-04-5, Dated 7/30/03, Subject: ACCOUNTING TRANSACTIONS REQUIRED TO REPORT EXPENDITURES RELATED TO DISASTERS OR EMERGENCIES.

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DNRC Managers Note: Montana Operations Manual Management Memo 2-04-5

“When the State of Montana responds to an event that does not warrant the Governor declaring a state of disaster or emergency, state agencies will have to bear the costs of the response from existing budgets.”

DNRC line officers; area or unit Managers, or their designated representatives may authorize DNRC assistance. However, local civic authorities are under no obligation to reimburse expenses unless billing agreements are arranged in advance. Assistance provided will be funded by local DNRC budgets.

## **Governor’s Emergency / Disaster Declaration**

If an emergency event escalates beyond the ability of local authorities to manage the situation, the local county commissioners may request a “Governor’s Emergency / Disaster Declaration”. This is the most common declaration seen in Montana and is a “joint” effort between local county government and the State of Montana governor’s office. County commissioners make a request for a declaration via the Montana Department of Emergency Services. Montana Indian tribes may also request a Governor’s Emergency / Disaster Declaration and are not required to go through their local county commissioners. Tribes also have the option to request a disaster declaration directly with organizations of the federal government. Due to the unique treaty relationships between the Tribes and the government of the United States, a Tribal Chairman / Counsel may request assistance directly to the secretary level of the various departments of federal government depending on the nature of the emergency.

Instances where a Governor’s Emergency / Disaster declaration might be issued include:

Large scale forest fire activity  
Large scale structure fires (maybe an oil refinery or other major industrial installation)  
Tornadoes  
Widespread flooding  
When dealing with the aftermath of a severe earthquake  
...and others

DNRC line officers; area or unit managers, or their designated representatives may authorize initial DNRC assistance in the expectation that a Governor’s Emergency / Disaster Declaration will be issued. Authority to continue support operations must be obtained through the DNRC Director via appropriate division administrators. Deployment of fire suppression or support resources must be authorized by the DNRC Director via the Forestry Division Administrator. Statutory appropriations for overtime and travel must be requested and normally will be authorized. All other cost reimbursement arrangements must be agreed to in advance with the lead agency.

**Presidential Emergency / Disaster Declaration**

If an emergency event escalates beyond the ability of State and local authorities to manage the situation, the State of Montana may request a Presidential Emergency / Disaster Declaration. As the name implies, this declaration is made by the President of the United States. Although, in any given year, it may be expected that a disaster requiring a Presidential declaration can occur somewhere in the United States it would be far less common than a local or governor's declaration. A Presidential Declaration is issued in response to very large scale disasters:

Massive and very damaging earthquakes

Hurricanes

Massive flooding

Very large scale forest fire activity

When dealing with the aftermath of very large scale tornado activity.

...and others

DNRC line officers; area or unit managers, or their designated representatives may authorize initial DNRC assistance in the expectation that a Presidential Emergency / Disaster Declaration will be issued. Authority to continue support operations must be obtained through the DNRC Director via appropriate division administrators. Deployment of fire suppression or support resources must be authorized by the DNRC Director via the Forestry Division Administrator. Statutory appropriations for overtime and travel must be requested and normally will be authorized. All other cost reimbursement arrangements must be agreed to in advance with the lead agency.

**Other Federal Declarations**

In addition to the Presidential Declaration two other federal declarations may be issued:

**Small Business Administration Declaration** – Issued to provide low interest loans through its physical and/or economic injury loan programs or through the economic dislocation program. These programs may be activated through the SBA, Secretary of Agriculture or Presidential declaration.

**Secretary of Agriculture (Drought) Declaration** – Issued in response to damage to crops due to a variety of causes. This most common form of the Secretarial declaration is with regards to drought. The Secretarial designation activates the Farmer's Home Administration low interest loans to producers affected by the drought and normally activates other SBA assistance programs.

DNRC will normally not provide emergency assistance under these declarations.



## **Resource Mobilization**

Generally, two circumstances may be foreseen in which DNRC will act to manage or to support emergency operations. The first is during or in the immediate aftermath of a natural or human-caused emergency event where no disaster has yet been declared but there exists an immediate threat to lives and property. The other is in response to a local, Governor's, or a Presidential Emergency / Disaster Declaration.

DNRC will normally not provide assistance where no emergency or disaster exists or is anticipated. Support to non-emergency events or large scale planned events must be authorized in advance by the Director of DNRC.

### **Immediate threat to lives and property**

The DNRC may act in support of non-wildfire emergency operations in the event that an immediate threat exists to lives and property. If a DNRC responder witnesses an event involving an immediate threat or is asked to assist from an initial responder, the DNRC employee must evaluate the situation with respect to: safety, personal ability, and resource capability.

First, and most importantly, the responder must decide if the response can be made with respect to his/her personal safety and the safety of others in the vicinity.

Next, the responder must decide if he/she has the ability, usually gained through training and experience, to assist. A firefighter who cannot swim might not be the best person to directly assist in a water rescue. The person may, however, utilize the engine radio to call for assistance or use hose or other available tools to throw a lifeline.

Finally, the responder must decide if the engine or other resource at his/her disposal is adequate for the task. A Type 6 engine may be of little value suppressing fire at an oil refinery. Still, the engine radio again might be used to call for assistance. The engine might also be effectively used to patrol the surrounding countryside for spot fires or to assist with area security.

At the earliest feasible time the DNRC responder must notify his/her supervisor of actions taken and obtain direction through the chain of command from a DNRC line officer<sup>4</sup> to continue or withdraw assistance. In any event, once the immediate threat to lives and property has been mitigated the DNRC must withdraw assistance unless directed otherwise.

Depending on circumstances the DNRC may or may not issue a SABHRS center to accrue costs. Employee time will be charged against the employee's regular budget. Overtime, travel, and other expenses may not be authorized.

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<sup>4</sup> Line Officer – DNRC Director, Area or Unit Manager, or appropriate Division Administrator

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## **Items to consider before committing DNRC resources to an incident where no emergency declaration has been issued:**

1. Should DNRC be involved? Is there an imminent threat to lives and property? Do we expect an Emergency / Disaster declaration?
2. Are equipment, supplies, or other resource available from the private sector? Locally available rental equipment or supplies might be obtained quickly and economically.
3. Does DNRC intend to bill for the use of equipment or personnel? Is the requesting agency aware of this intention?
4. Will personnel be operating in excess of 8 hours per day? Should overtime be required, a Governor's Emergency / Disaster Declaration must be in progress or other agreements made to authorize overtime. Resource orders and time keeping paperwork must be used to document orders and hours expended.
5. Apart from very unusual or severe circumstances the use of DNRC resources should not interfere with the ability to accomplish the fire suppression mission.

## **Local Emergency / Disaster declaration in place or in progress**

The Department of Emergency Services (DES) encourages local governments to issue a Local Emergency / Disaster Declaration if conditions warrant. This facilitates the issuance of additional mill levies to fund local emergency operations and the creation of an incident command organization. DNRC support to local government during a local emergency may be warranted but budget and operational elements must be considered in the same fashion as when no declaration is in place or intended.

## **Governor's or Presidential Emergency / Disaster declaration in place or in progress**

DNRC assistance may be requested while a disaster declaration is in progress. The Governor is notified immediately by the responsible agency if a declaration will be requested and the executive office will affirm that a formal declaration will be issued. DNRC need not wait for the formal written declaration but may act once the Department of Emergency Services (DES) obtains a verbal confirmation.

DES is the key agency in this process. Local authorities will normally work through their local DES representative who in turn is in contact with the State DES office in Helena. Once representatives from DES have discussed the situation with the executive office they will confirm that a declaration will be forthcoming. This declaration authorizes other State of Montana government agencies to request a general fund statutory appropriation for overtime and travel. Other costs must be formally agreed in advance with the lead agency. The Northern Rockies Coordination Center will then issue a SABHRS accounting center to accrue costs.

At this point in the process it is likely that DES will implement their emergency operations center, EOC. All requests for assistance which cannot be met internally by the responsible agency or within their normal organizational contacts will be placed to the

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DES EOC. An example of this process might be the situation surrounding large wildfire activity. The DNRC may request an emergency declaration to the Governor's office via DES. In the meantime, DNRC continues to work internally and with their normal interagency cooperators in wildfire suppression operations and to manage the emergency situation. The Governor's Declaration will authorize the Montana National Guard or other agencies of State government to provide resources.

All emergency requests from other agencies of State government for DNRC assistance are placed by DES to the Northern Rockies Coordination Center. The DNRC Direct Protection coordinator or designated NRCC duty officer will contact DNRC managers, brief them on the emergency situation, and obtain authority to offer or decline support. Authority to mobilize wildfire suppression or support resources is delegated from the Director of DNRC, to the Forestry Division Administrator, to the Chief of the Fire and Aviation Management Bureau, and to the F&AMB Suppression Section Supervisor (State Fire Coordinator). The notification process will begin with the Suppression Section Supervisor and move up through the chain of command. In the event that these DNRC officials cannot be reached, the Direct Protection Coordinator or authorized duty officer may offer or decline support based on the circumstances of the emergency situation. Once DNRC officials have been contacted support will be continued or withdrawn.

DNRC Fire suppression and support resources are mobilized through the geographic area interagency fire dispatch system. This system provides DNRC contacts to statewide fire suppression managers. The dispatch organization may also provide access to federal fire suppression and support resources, again depending on the situation and with approval through federal management channels.

Items to consider before committing DNRC resources to an incident where a disaster declaration has been issued:

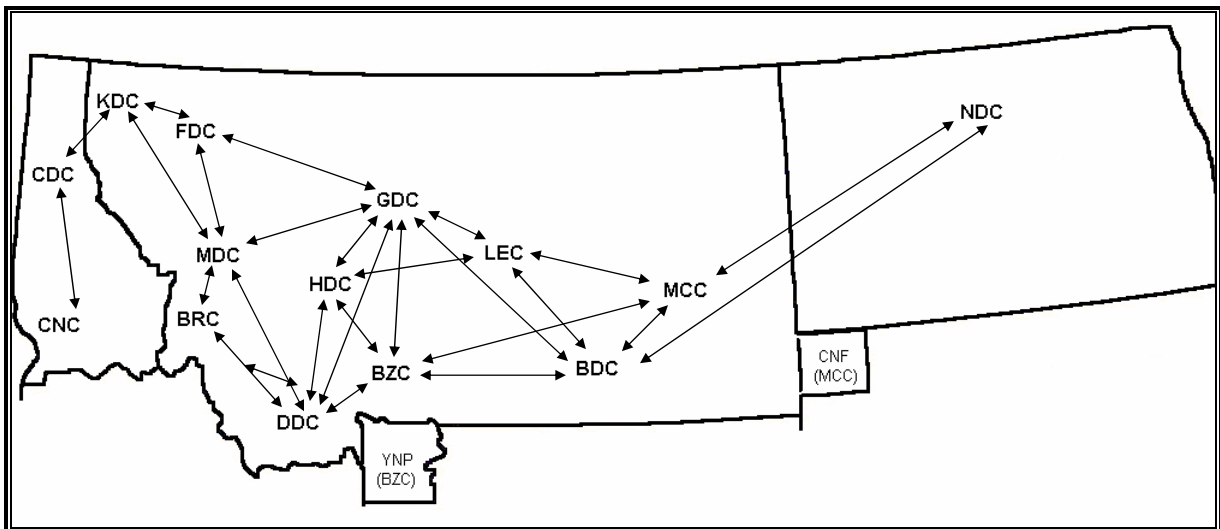
1. Has the request been placed through the correct channels? If not route it there.
2. Has the response been authorized by DNRC officials?
3. Have the appropriate financial codes been assigned?
4. Should the request be placed and filled with local private sources?
5. Will federal agencies be involved? If so have they been notified and will their involvement be authorized?

## **Dispatch / Coordination**

Resource orders for non-fire emergencies originate with the “lead” organization as defined by the DES Responsibility Matrix. Requests which cannot be filled internally are placed to the DES EOC. DES, in turn, places the request to the organization best able to provide assistance. Non fire suppression and support resources may be ordered directly from the organization willing to provide the resource. It is recommended that information regarding this assignment be documented on a resource order form but other documentation may be satisfactory.

Montana DNRC Fire Suppression and support resources are mobilized via the interagency fire dispatch system. In Montana, Northern Idaho, and North Dakota, the Northern Rockies Coordination Center (NRCC) is the hub of the system responsible to coordinate the movement of resources between the Zone Dispatch Centers. Zone Dispatch Centers provide support to member wildfire organizations and in some cases to local initial attack dispatch centers. All state and federal wildfire suppression resources in Montana are mobilized through this system. The NRCC is also a member of and provides access to the National Wildfire Dispatch system. It is important to recognize that the wildfire dispatch system is designed to provide communications, transportation, lodging, meals, and other logistics support to large scale emergency operations.

In addition, zone dispatch centers may request resources directly from their “neighbors”. This “good neighbor” policy allows for the rapid mobilization of “closest forces” resources. In the event that the scale of operations is such that Northern Rockies Coordinating Group (NRCG) members want closer coordination of inter-zone resource mobilization, the Multi-Agency Coordination representatives may override the neighborhood policy and require inter-zone ordering via the NRCC.



**Northern Rockies Geographic Area Neighborhood Map**

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**BDC - Billings Dispatch Center – Neighbors: BZC, GDC, LEC, MCC**  
(Billings, MT) dispatches for CRA, FPA, NCA, RMA, BID, MSO, LBP, BLW, BFK

**BRC - Bitterroot Dispatch Center – Neighbors: DDC, MDC**  
(Hamilton, MT) dispatches for BRF

**BZC - Bozeman Dispatch Center – Neighbors: BDC, DDC, GDC, HDC**  
(Bozeman, MT) dispatches for GNF, CNF (BEARTOOTH RD), CES-BZN, YNP

**CDC - Coeur d'Alene Dispatch Center – Neighbors: GVC, KDC**  
(Coeur d'Alene, ID) dispatches for IPF, IDL, CAS, KVS, MIS, PDS, PLS, SJS, CDT, COD, CDK

**GVC – Grangeville Dispatch Center – Neighbors: CDC**  
(Grangeville, ID) dispatches for CWF, NPF, CMS, CTS, CWS, MCS, NPT, CWD, NPP

**DDC - Dillon Dispatch Center – Neighbors: BRC, BZC, GDC, HDC, MDC**  
(Dillon, MT) dispatches for BDF, CES-DLN, BUD, DFD, RLR, BHP, GKP

**FDC - Flathead Dispatch Center – Neighbors: GDC, KDC, MDC, HDC**  
(Kalispell, MT) dispatches for FNF, GNP, NWS-SWN, NWS-KAL, NWS-STW

**GDC - Great Falls Dispatch Center – Neighbors: BDC, BZC, DDC, FDC, HDC, LEC, MDC**  
(Great Falls, MT) dispatches for LCF, CES-CON, BFA, FBA, RBA, BLR, GFW

**HDC - Helena Dispatch Center – Neighbors: BZC, DDC, GDC, LEC, MDC, FDC**  
(Helena, MT) dispatches for HNF, CES-HLN

**KDC – Kootenai Dispatch Center – Neighbors: CDC, FDC, MDC**  
(Libby, MT) dispatches for KNF, NWS-LIB

**LEC – Lewistown Dispatch Center – Neighbors: BDC, GDC, HDC, MCC**  
(Lewistown, MT) dispatches for LED, NES, BLR, BWR, CMR (West Side), MLR, GGW

**MCC – Miles City Dispatch Center – Neighbors: BDC, BZC, LEC, NDC**  
(Miles City, MT) dispatches for CNF, MCD, EAS, SOS, CMR (East Side)

**MDC - Missoula Dispatch Center – Neighbors: BRC, DDC, FDC, GDC, HDC, KDC**  
(Missoula, MT) dispatches for LNF, R01, WOF, INT, MTS, SWS, NWS-PLS, FHA, MFD, NBR, MSW, NRK

**NDC - North Dakota Dispatch Center – Neighbors: MCC**  
(Upham, ND) dispatches for DPF, NDS, DID, NDD, FBA, FTA, TMA, ADR, AWR, CLR, CRR, DLR, DVR, GDR, JCR, LIR, LLR, LWR, SHR, USR, VCR, VFR, FUP, IPP, KRP, TRP, SLT, BMW, GFW

Another wildfire dispatch channel exists within the Northern Rockies interagency dispatch system. The State of Montana is a member of the “Northwest Wildland Fire Compact”<sup>5</sup> which provides for direct resource ordering in support of wildfire activity between member States and Canadian Provinces. It could be foreseen that under unusual emergency circumstances that offers of support might be forthcoming under the sponsorship of the Northwest Compact. All Northwest Compact ordering is processed via the Northern Rockies Coordination Center.

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<sup>5</sup> Northwest Compact, Standard Operating Procedures Revised 2004

Montana is also a member of the “Emergency Management Assistance Compact – EMAC”<sup>6</sup>. This support system is managed by DES. Ordering for EMAC resources will not necessarily be routed through the interagency wildfire dispatch system. Still, given the wildfire dispatch communications infrastructure it might be anticipated that the NRCC and Zone Dispatch Centers may participate in the ordering process. All EMAC ordering is coordinated via the NRCC and DES EOC.

A non-wildfire emergency will likely not be mobilized initially within the structure provided by the wildfire dispatch system. Most law enforcement or structure fire organizations are dispatched via 911 Centers or by Local Police / Fire Dispatch. Other non-emergency services organizations may also possess communications / dispatch capabilities. Direct resource ordering of wildfire suppression and support resources between the organization managing the emergency situation and DNRC managers is authorized in the initial response phase of the emergency if approved by the local line officer. The NRCC will be notified as early as feasible to establish an orderly and systematic flow of intelligence and resource ordering information. As soon as practical, and as ordering activity, incident complexity, or duration increases, resource ordering and coordination activities will be routed through the NRCC.

It is also probably fair to say that most non-wildfire dispatch organizations such as 911 are designed to support short term events. A structural fire or law enforcement action is generally managed within a day or two incident period. These systems are generally designed for a rapid and effective incident response but generally are not as prepared for longer duration “campaign” operations such as those that occur with large scale wildfire activity.

Therefore, it may be assumed that the short duration non-wildfire event will be managed best using the local agency’s existing dispatch system with direct ordering to local DNRC managers as approved and coordinated via the DES. Longer duration events may be better managed either within the Incident Command System– Expanded Dispatch model<sup>7</sup> or within the interagency dispatch system itself. In either case it is likely that the wildfire dispatch system will be used for resource ordering, experienced personnel, or both.

### **Resource Ordering**

Two methods exist to process requests for emergency resources. The first uses the standard resource order form for aircraft, equipment, overhead (personnel), crews, and supplies. This form is widely used for resource orders within the incident command system- ICS, as implemented in support of wildfire operations, and is generic enough for use in non-wildfire emergency operations. If a request for resources is placed to DNRC

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<sup>6</sup> Emergency Management Assistance Compact (EMAC) Standard Operating Procedures for the State of Montana, Revised 7/22/99

<sup>7</sup> Incident Command System, Expanded Dispatch – National Interagency Mobilization Guide, NFES 2092 Revised March 2004, Chapter 33.1 Page 109-110

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from DES **to support another** government agency or a request is placed by DNRC to DES **for support from another** government agency the request should be placed on the resource order form. It can be foreseen however, that an organization managing the incident may not be familiar with the resource order paperwork. In this instance a request may be received by letter, form, or other written means. The DNRC organization providing the resource will transcribe this order/request to the standard resource order form. The paperwork based resource ordering/request process is the preferred method of ordering for small scale incidents.

The other process used for resource ordering is the computer and internet based Resource Ordering and Status - ROSS system<sup>8</sup>. This system is used by all State and federal wildfire dispatch organizations in the United States when requesting resources from the national dispatch system. In Montana and the Northern Rockies, the ROSS system is deployed at the NRCC, all Zone Dispatch Centers, and all Indian Agencies. Initial attack dispatch organizations, if located separately from a Zone Dispatch Center will likely not be using ROSS. An order placed by DES for DNRC wildfire suppression resources will arrive at the NRCC on the paper form. The NRCC may enter the order into ROSS and place it via ROSS in the wildfire dispatch system. This is the preferred method of resource ordering from the national wildfire dispatch system.

Should management of the incident expand, warranting the establishment of an expanded dispatch organization, and that expanded dispatch is working closely with the Zone Dispatch Center it may be foreseen that the ROSS order will be initiated at the expanded dispatch center. The ROSS order will be processed through the wildfire dispatch system in the same manner as with any fire suppression order. This is the preferred method of resource ordering for very large scale incidents where extensive ordering is expected via the national dispatch system.

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<sup>8</sup> Resource Ordering and Status System, ROSS Website - <http://ross.nwcg.gov>

## **Out of Area Support**

Although large scale emergency incidents are rare in any given location they are not that uncommon for the nation as a whole. 2004 saw multiple large scale hurricanes in Florida. The Midwest (as well as other places in the United States) is susceptible to large scale flooding. California is prone to earthquakes. Alaska and the Pacific Northwest experience violent volcanic activity. The unfortunate events of September 11, 2001 in New York required a massive relief and cleanup effort.

In almost any year the Intermountain West will see large scale wildfire activity. This activity makes wildfire suppression agencies uniquely prepared to assist during non-wildfire disasters. Wildfire managers, dispatchers, and firefighters frequently mobilize in a big way and have many opportunities to practice their craft. Other incidents happen much less frequently. Emergency managers often look to the wildfire agencies to provide logistics support; experienced personnel, equipment, crews, supplies, and other resources.

DNRC is a member of the Northern Rockies Coordinating Group. As such, DNRC has made personnel and financial commitments to the wildfire management and dispatch system, to the deployment of suppression resources, and the establishment and maintenance of incident overhead teams. In addition, DNRC can and does supply miscellaneous personnel and other support resources to wildfire cooperators. DNRC works closely with county and local fire managers through the State / County Cooperative Protection Program<sup>9</sup>. In summary, DNRC and other federal, State, and local members of the NRCG have committed to mutual aid and interagency wildfire operations within Montana and the Northern Rockies.

Should the demand for resources due to wildfire activity in Montana exceed the ability of the NRCG to provide resources, member agencies may order from the national dispatch system. Suppression and support resources are obtained from local, state, and federal organizations throughout the United States. Similarly, if fire activity occurs in other parts of the country, members of the NRCG provide resources in support of out-of-area wildfire operations. This principal of national assistance and support is well established and provides the foundation on which large scale wildfire incidents are managed in the United States.

DNRC is authorized to provide suppression and support resources in support of wildfire activity outside the State of Montana provided the deployment of resources does not negatively impact the ability of DNRC to perform it's own fire management responsibilities. These assignments provide a mutual benefit, with the ordering organization obtaining assistance and DNRC personnel receiving valuable suppression experience. It also follows that other States will reciprocate in support of DNRC wildfire activity.

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<sup>9</sup> State / County Cooperative Protection Program – DNRC 900 Manual, Fire Suppression Guidelines



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This national assistance and support principal is not as well defined for non-wildfire incidents. Clearly, several federal agencies have a responsibility to support the States in the event of a disaster emergency. It is not as clear that the States have this same level of responsibility to federal organizations. States fund resources for operations within their respective jurisdiction and while willing to provide support for wildfire operations they are less willing to provide resources for non-wildfire activities outside their jurisdiction and expertise.

DNRC allows the dispatch of suppression and support personnel to support out-of-area incidents if they are a member of an incident management or area command team. DNRC may also allow the dispatch of suppression and support personnel as miscellaneous overhead at the discretion of the employee's line officer or in the case of staff personnel their Division Administrator. Although the State of Montana is perhaps not obligated to provide such assistance, the employee will surely return home with invaluable experience and knowledge to better support the State if a non-wildfire disaster were to strike closer to home.

In order for a DNRC employee to respond out-of-area as either a member of an organized team or as miscellaneous overhead two conditions must be met:

1. Incident operations in the affected area must be operating under a Presidential or State Emergency / Disaster declaration.
2. The United States Forest Service or other sponsoring federal agency must agree in writing to reimburse the State for the individual's services and provide a valid federal reimbursable billing code.

The above discussion assumes that the DNRC employee will be dispatched in their official capacity as a DNRC employee. Should an employee wish to utilize his/her annual leave, compensatory time, or authorized leave without pay the person may be hired as a federal AD employee. Dispatched in this manner, the individual is hired in their capacity as a private citizen rather than in their capacity as a DNRC employee.

Out-of -Area dispatch of DNRC wildfire suppression and support employees is not authorized for non-disaster / emergency events.

## **Incident Management**

DNRC is a member of the Northern Rockies Coordinating Group. Members of the NRCG include:

Montana Department of Natural Resources and Conservation  
Idaho Department of Lands  
North Dakota State Forest Service  
United States Forest Service  
Department of the Interior – Bureau of Land Management  
Department of the Interior – Bureau of Indian Affairs  
Department of the Interior – National Park Service  
Department of the Interior – Fish and Wildlife Service  
Montana Disaster and Emergency Services  
Local Government – Currently Missoula County Sheriffs Department

Senior members of these organizations provide the leadership and direction for wildfire management in the Northern Rockies. Authority to mobilize resources is delegated from the NRCG to the Northern Rockies Interagency Wildfire Dispatch System. During periods of large scale activity the NRCG will form a Multi-Agency Coordinating Group – MAC which provides additional oversight to interagency fire management and dispatch operations.

Wildfire suppression organizations in the Northern Rockies follow the “Closest Forces Concept” in initial attack operations. This will normally result in the agency with jurisdiction responding but does allow for response by an agency outside their jurisdiction. Incident command is established by the initial responder. As the incident grows in size and complexity, incident command is transferred to more senior or experienced personnel. The organization in place to manage and support the incident also grows within the organizational structure of the Incident Command System. As scale and complexity continues to increase, pre-defined Type 2 and Type 1 incident command teams may be activated through the wildfire dispatch system. The Northern Rockies supports 7 teams:

2 Type 1 Incident Command Teams managed and dispatched via the NRCC  
2 Type 2 Incident Command Teams managed and dispatched via Coeur d’Alene Dispatch  
1 Type 2 Incident Command Team managed and dispatched via Kootenai Dispatch.  
2 Type 2 Incident Command Teams managed and dispatched via Billings Dispatch.

In addition, area command teams, buying teams, and other organized support teams can be made available. All orders for incident command teams and other interagency resources must be placed via the Northern Rockies Coordination Center and their use approved by the Northern Rockies Coordinating Group.

## **DNRC / DES Coordination**

A key component of emergency management in Montana is the interaction between the Department of Emergency Services and the Department of Natural Resources and Conservation. DES is the lead State agency coordinating non-wildfire emergency response in Montana. DNRC is the lead State agency for wildfire emergency management in Montana and the organization most frequently involved in large scale emergency operations. Therefore, an effective and reliable communications and coordination channel between DES and DNRC is essential.

Outside regular office hours, DES maintains a 24 hour duty officer. Similarly, DNRC maintains a duty officer in cooperation with other staff members at the Northern Rockies Coordination Center. The NRCC duty officer is authorized to initiate an emergency response for any member of the NRCG. A complete contact list is provided in the Northern Rockies Mobilization Guide. The duty officer contacts are:

	Regular Hours	After Hours
DES	406-841-3966	406-841-3911
NRCC	406-329-4880	406-544-2632 NRCC 406-544-3473 Direct Protection Coordinator Not monitored in the off-season

In addition, the NRCC maintains a call down list for use in emergencies if the duty officer cannot be reached. Any organization requiring a call down list should contact the NRCC.

In addition to the Dispatch and Coordination channel of communication, various agency and emergency managers establish various forms of direct voice and email communication. This is an essential and important element of the emergency response allowing managers the avenue to discuss events and establish response and management strategies. This management channel might also be used in the initial stage of an incident to initiate a response.

Managers should remember however, that an organized, systematic, and coordinated strategy is absolutely essential in response to emergency events. Especially in the early stages, large scale disasters are characterized by confusion and uncertainty. One of the primary goals in the response is to establish order out of chaos. Intelligence information, strategies, back channel resource ordering, and other relevant communications must be shared with incident commanders, dispatchers, and logistics support personnel. Resource ordering in particular must be directed through established ordering channels.

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## **Appendix 1**

### **Responsibility Matrix and Definitions**

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## **Appendix 2**

### **Disaster Declarations**

## **Appendix 3**

### **Acronyms and Definitions**

DES – Disaster and Emergency Services

Disaster – the occurrence or imminent threat of widespread or severe damage, injury or loss of life or property resulting from any natural or man-made cause to include; tornadoes, windstorms, snowstorms, wind-driven water, high water, floods, wave action, earthquakes, landslides, mudslides, volcanic action, fires, explosions, air/water contamination requiring emergency action to avert danger or damage, blight, drought, infestations, riots, sabotage, hostile military or paramilitary action, disruption of state services, or accidents involving radiation byproducts or other hazardous materials.

DNRC – Department of Natural Resources and Conservation

Duty Officer – Individual assigned the responsibility to remain in communications contact outside normal office hours. The duty officer will remain in proximity to a phone and initiate an emergency response if the need arises.

Emergency – the imminent threat of disaster causing immediate peril to life or property which timely action can avert or minimize.

EMAC, Emergency Management Assistance Compact – Organization of States to allow interstate assistance in support of emergency incidents.

EOC – Emergency Operations Center

Expanded Dispatch – Dispatch organization formed to provide logistics support to a large scale emergency incident(s). Expanded dispatch is usually established and supervised by a zone dispatch center.

ICS, Incident Command System – Method of organizing to manage large scale emergency incidents.

Interagency – Term used by federal wildfire suppression agencies to describe cooperation between the USDA – Forest Service and USDI – Bureau of Land Management. The interpretation used here is to describe the cooperation between all federal, state, and local wildfire suppression agencies.

Interagency Incident Business Management Handbook – manual to establish the uniform application of interagency policies, guidelines, and business management rules except where specific agency legal mandates, policies, rules, or regulations direct otherwise.

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First Responder – the first emergency response individual resource to arrive at an incident scene. In ICS the first responder is the initial incident commander.

FHA – Farm Home Administration

Line Officer – DNRC Area or Unit Manager, DNRC Director, or DNRC Division Administrator.

MAC, Multi-Agency Coordinating Group – Organization made up of senior officials formed by cooperating wildfire agencies during periods of large scale wildfire activity. This group establishes priorities and oversees the operation of coordination center, area command, and incident command organizations.

Mutual Aid – A fire suppression strategy in which organizations operate outside their jurisdiction to assist and support the jurisdiction hosting the incident.

NRCG, Northern Rockies Coordinating Group – Organization made up of senior members of wildfire management agencies to oversee interagency wildfire suppression operations in the Northern Rockies geographic area.

NRCC – Northern Rockies Coordination Center – One of 11 wildfire coordination centers operating in the United States. The NRCC provides logistics support to large scale wildfire incidents.

Northern Rockies Geographic Area – North Idaho, Montana, & North Dakota.

Northern Rockies Mobilization Guide – Standard operating procedures governing the dispatch and mobilization of wildfire suppression resources in Montana, Idaho, and North Dakota; <http://www.fs.fed.us/r1/fire/nrcc/guidesandplansindex.htm>

Northwest Wildland Fire Compact – Mutual aid wildfire organization represented by Washington, Oregon, Alaska, Idaho, Montana, Alberta, British Columbia, and Yukon.

Responsibility Matrix - Table which lists each State of Montana government agency and allocates responsibility to perform certain functions during a disaster emergency.

ROSS, Resource Order and Status System – Computer program used to place requests for emergency resources; aircraft, equipment, crews, and personnel.

SBA – Small Business Administration

USDA – United States Department of Agriculture

USDI – United States Department of the Interior:

BLM – Bureau of Land Management

BIA – Bureau of Indian Affairs

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NPS – National Park Service  
FWS – Fish and Wildlife Service

USFS – United States Forest Service

Zone Dispatch Centers – Dispatch centers established to provide initial attack and logistics support to wildfire and other emergency incidents.

BDC – Billings Dispatch Center, Billings, Montana.  
BRC – Bitterroot Dispatch Center, Hamilton, Montana  
BZC – Bozeman Dispatch Center, Bozeman, Montana  
CDC – Coeur d’Alene Dispatch Center, Coeur d’Alene, Idaho  
CNC – ClearNez Dispatch Center, Grangeville, Idaho  
DDC – Dillon Dispatch Center, Dillon, Montana  
FDC – Flathead Dispatch Center, Kalispell, Montana  
GDC – Great Falls Dispatch Center, Great Falls, Montana  
HDC – Helena Dispatch Center, Helena, Montana  
KDC – Kootenai Dispatch Center, Libby, Montana  
LDC – Lewistown Dispatch Center, Lewistown, Montana  
MCC – Miles City Dispatch Center, Miles City, Montana  
MDC – Missoula Dispatch Center, Missoula, Montana  
NDC – North Dakota Dispatch Center, Upham, North Dakota



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## **Appendix 4**

### **Resource Order and Message Forms**

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## **Appendix 5**

### **ROSS Order Form**

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**Appendix 6**

**MOM Management Memo 2-04-5**

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MONTANA OPERATIONS MANUAL  MANAGEMENT MEMO		Vol	Year	No
	Management Memo Number	2	-	04 - 5
	Date Issued	07/30/03		
	Date Effective	07/01/03		
SUBJECT:	ACCOUNTING TRANSACTIONS REQUIRED TO REPORT EXPENDITURES RELATED TO DISASTERS OR EMERGENCIES			

TO: All State Agencies

FROM: Accounting Bureau – Department of Administration

**INTRODUCTION**

This management memo establishes state accounting policy for recording and reporting expenditures related to disasters or emergencies. This management memo also discusses the general procedures agencies must follow in order to establish the appropriation authority for expenditures related to disasters and emergencies and to receive reimbursement for those costs. In addition, each agency will be required to follow any specific accounting procedures and policies issued by the lead agency related to the handling of disasters and emergencies. Please note that abatement procedures are generally not allowable for expenditures related to disasters or emergencies. This management memo supercedes Management Memo 2-98-8 which should be removed from your Montana Operations Manual.

**GENERAL INFORMATION**

When the State of Montana responds to an event that does not warrant the Governor declaring a state of disaster or emergency, state agencies will have to bear the costs of the response from existing budgets. State agencies must establish a separate org to track these expenditures for future documentation.

When the Governor of Montana declares an emergency or disaster, the lead agency will coordinate with supporting state agencies to provide an appropriate response. The lead agency is designated in the Montana Disaster and Emergency Plan – Volume I. (For example, the Department of Natural Resources and Conservation (DNRC) is the lead agency for wildland fires). When an agency is tasked to provide assistance, the agency will request a general fund **statutory appropriation** to cover personnel overtime and travel costs. Additional costs must be formally agreed to with the lead agency in advance.

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## **Request for Appropriation Authority**

The following process will be used:

1. Fill out an OBPP budget change document (BCD) numbered SA10032-xx or SA10033-xx (where xx is a unique two-digit agency number) requesting a statutory appropriation (SA) out of the General Fund. Obtain the subclass name to insert into journal description area from the lead agency. Include in the BCD justification the rationale for the funding requested, the Executive Order #, the authorization 10-3-310, -311, -312, or 10-3-203, MCA, (whichever is applicable), the notation of the newly-established org or project grant that is tied to the statutory appropriation, and a note whether an FTE is required. Fax one copy of the Executive Order (available from the lead agency).
2. Task the completed BCD to the Governor's Office of Budget and Program Planning (OBPP) for review and processing.
3. The OBPP will follow normal BCD processes and may work with the lead agency and all participating agencies in developing specific procedures.

All other agency expenditures not authorized against the statutory appropriation must be requested through the lead agency as a resource order and will be paid directly to the vendor by the lead agency through the disaster fund program (General Fund).

Regular time spent by state employees on disaster/emergency response shall not be paid out of the disaster fund but shall be charged to the agency's normal operating funds. However, the agency must track regular time spent on disaster/emergency response for possible reimbursement in the event of a federal Presidential Disaster Declaration or reimbursement by a responsible party or local jurisdiction. Each agency must establish a separate org or project grant to track agency regular time and overtime disaster expenditures.

In all instances, agencies are required to maintain appropriate accounting records to support expenditures caused by disaster situations. These files will be used by the lead agency to request reimbursement following the prescribed procedures. Agencies that have federal disaster recovery funds available directly from federal sources, such as Department of Transportation, will continue to apply for those funds individually. Such agencies must notify the lead agency upon receipt of the direct federal recovery.

## **Request for Reimbursement**

There are three different procedures for requesting and receiving reimbursement for expenditures:

1. Request for reimbursement of personnel overtime, travel expenses and pre-authorized items on an approved resource order in support of a disaster that are

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paid with a statutory appropriation from the disaster fund and a department's regular operating budget.

A copy of the MTGL0106-O/P (SABHRS Financial Report) is required for all personnel overtime and travel expenses for which reimbursement is being requested. Supporting documentation is required for each expenditure on the report(s). All documentation will be provided to the lead agency, which shall be responsible for submitting all state agency disaster/recovery claims to the appropriate federal agency, local or tribal jurisdiction or responsible party for possible reimbursement. When reimbursement is received, the lead agency will record the amount received as revenue in the disaster fund. The lead agency will transfer to the General Fund all of the money related to overtime, travel and any eligible expenditures paid directly out of the General Fund.

If reimbursement is received for regular time spent on the disaster/emergency response, the lead agency will record a transfer-out to the individual agencies on an Inter-unit Journal for the amount expended by the agency out of a fund other than the disaster fund for which reimbursement was requested and approved. The receiving agency will record a transfer-in into the fund that had recorded the original expenditures. At that time, the agency could request a budget amendment to its original budget, if they had been forced to spend their appropriation for such things as temporary employees or back-filling positions.

## **2. Request for reimbursement of project costs applicable to a federal disaster.**

Supporting documentation is required for each expenditure for which reimbursement is being requested. All documentation will be provided to the lead agency, which shall be responsible for submitting all state agency disaster/recovery claims to the appropriate federal agency for reimbursement. When reimbursement is received, the lead agency will record the amount received as revenue in the disaster fund. The lead agency and/or Department of Military Affairs (DMA) are responsible for coordinating all claims related to a federal disaster, including claims from state agencies, local and tribal governments and eligible private nonprofit organizations for a specific grant, such as FEMA. Sub-grants to state agencies are quasi-external transactions. The lead agency and/or DMA will record an expenditure to grants on an Inter-unit Journal for the amount expended by the agency out of a fund other than the disaster fund for which reimbursement was requested and approved. The receiving agency will record revenue in the fund that had recorded the original expenditures. The administrative appropriation transaction request related to the reimbursement received must follow procedures outlined in the BCD instructions for AA quasi-external transactions.

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3. Direct reimbursement for a resource that is directly supporting a local or tribal jurisdiction or third party operation.

If a local or tribal jurisdiction or third party requests a resource through the lead agency and the resource is directly supporting the jurisdiction or third party operation, then the entity providing the resource is responsible for billing the jurisdiction or third party directly. Direct support may be established through evidence of a separate contract for service with the resource. The agency providing the resources to the jurisdiction or third party must record the expenditures for the costs incurred. If the costs are not reimbursed, the agency will have to bear the cost of the response from existing budgets. The agency providing the resource should determine whether the resource provided is considered to be part of the normal or routine mission of that agency and refer to MM 2-94-2 to determine if an expenditure abatement is appropriate or whether revenue should be recorded.

**CLOSING**

Questions regarding the management memo should be directed to the Department of Administration, Accounting Bureau at 444-3092.